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## Implementation of Family Hope Program Policy in Lhokseumawe City

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### Abstract

The purpose of this study is to find out the Implementation of Lhokseumawe City Government Policy on Family Hope Program (PKH), to know the constraints and the efforts made by the government in effectively supporting the Family Hope Program, and to know the process of collecting data of the very poor households (RTSM) as the target as PKH. The theory used in this research is the George Edward III Policy Implementation which consists of four variables namely Communication, Resources, Disposition and Bureaucratic Structure. The method used in this study is a qualitative method with a descriptive type. Data collection is done through observation, interviews and documentation. The results of this study show that: First, the Implementation of the Family Hope Program Policy in Lhokseumawe City is still not effective, the information about the hope family program (PKH) has not been fully understood by the society. Second, the constraints of the implementation of the policy in terms of facilities to supporting operations are still lacking, the (PKH) beneficiaries are not committed to the health and education of their children, the supervision and evaluation of the program has not run as expected. Third, efforts to providing special guidance through chaperones so that the families of PKH recipients have a commitment to health checks and the course of education. Fourth, the system of data collection of recipients of the hope family program (PKH) has not been carried out as the mechanism of implementation of the Family Hope Program (PKH) is proven not all gampong in Lhokseumawe City conduct village deliberations (Musdes) in determining very poor households (RTSM). Implementation of the hope family program (PKH) policy in Lhokseumawe City in terms of communication has not been done effectively because the program information provided to the family of the recipient of the hope family program (PKH) has not had a positive influence on the recipient's family life.

**Keywords:** Policy Implementation, Family Hope Program; Lhokseumawe;

### Introduction

The Family Hope Program (Program Keluarga Harapan/PKH) is one of the efforts to accelerate poverty reduction and policy development in the field of social protection for Very Poor Households (Rumah Tangga Sangat Miskin/RTSM). The government issued the Family Hope Program (PKH) which is conditional assistance as social security to access health and education which includes the health of toddlers and pregnant women as well as education for children of primary education age. Handling the problem of poor people who depend on income on the streets is a problem that must be faced by all parties, not only parents or families, but also every community that already earns enough. Based on a letter from the Indonesian Ministry of Social Affairs Directorate General of Protection and Social Security Number 467/L.Js.L/SDM/06/2012, the Indonesian government implemented a policy for poverty reduction, namely the Family Hope Program (PKH) which will continue to be implemented continuously, where the assistance is provided to Very Poor Households (RTSM) which is associated with efforts to increase Human Resources (HR) such as: education, health, and nutrition. PKH assistance and are still found by underprivileged communities who have not received PKH assistance, there are efforts to stamp the Family Hope Program sticker in the homes of residents in each sub-district identifying problems at this level of equalization.

## Statement of the Problems

1. How to Implement The Family Hope Program (PKH) Policy in Lhokseumawe City?
2. What are the obstacles in the Implementation of Family Hope Program Policy (PKH) in Lhokseumawe City?

## Literature Review

### Public Policy

Policies are created to organize people's lives to achieve mutually agreed goals. According to Fredrickson and Hart the policy is: "An action that leads to a goal proposed by a person, group or government in a particular environment. In connection with certain obstacles while looking for opportunities to achieve/realize the desired others (quoted in Tangkilisan, 2003)." According to Woll, the policy is the government's activity to solve problems in the community either directly or through various institutions that affect people's lives (quoted in Ttanggilisan, 2003). From the two definitions above it can be concluded that policies are actions or decisions. Basically, the policy aims to affect people's lives. Thus, in making a policy the government must be able to take an action that is a form of allocating the values of society itself.

### Family Hope Program (PKH)

PKH in general aims to reduce poverty and improve the quality of human resources, especially in the poor. This goal is also an effort to accelerate the achievement of the millennium development goals (MDGs). Specifically, the purpose of PKH namely: 1) Improving the socio-economic conditions of RTSM; 2) Improving the educational standards of RTSM children; 3) Improve the health and nutrition status of pregnant women, postpartum mothers, and children under 6 years of age from RTSM; 4) Improve access and quality of education and health services, especially for RTSM. As for the terms and criteria of PKH recipients: 1) National survey results that come from BPS and have been validated, 2) RTSM who have pregnant women, postpartum or children under five, 3) Attend school and or school-age children 7-18 years who have not completed primary education. The legal basis on the Family Hope Program is as follows: Law Number 40 of 2004 on the National Social Security System. Law number 13 of 2011 concerning the handling of poor families. Presidential Regulation No. 15 of 2010 on Accelerating Poverty Reduction. Presidential Decree No. 3 of 2010 on Equitable Development Program points to appendix 1 on The Improvement of The Implementation of The Harapa Family Program. The basis for the implementation of the Family Hope Program (PKH) is: The Decision of the Coordinating Minister for People's Welfare as the head of the Coordination Team on Poverty Reduction, No: 31/KEP/MENKO/-KESRA/IX/2007 about the "Hope Family Program Control Team" dated September 21, 2007.

1. Decree of the Minister of Social Affairs of the Republic of Indonesia No. 02A/HUK/2008 concerning the "Implementation Team of the Family Hope Program (PKH) of 2008" dated January 8, 2008.
2. The Governor's Decision on the "Technical Coordination Team of the Provincial Family Hope Program (PKH) /TKPKD".
3. Regent/Mayor's Decision on "Technical Coordination Team of Family Hope Program (PKH) Regency/City/TKPKD".

## Methods

This research is qualitative research with a descriptive approach, which describes a situation or object that is factual by examining the problems that occur at the present. Data sources consist of primary and secondary data. The primary data in this study is the result of observations and in-depth interviews on the ground. Secondary data is a document related to research. Data collection is done with observations, interviews and documentation.

## Results and Discussions

The Family Hope Program (PKH) in Lhokseumawe City was implemented starting in 2008 through social services. In accordance with the working structure of the implementation of PKH

implemented as an extension of the ministry of social affairs (Kemensos). The process of policy implementation begins with the exit of the policy from the organization, then leads to the willingness of the target group to comply with the policy output. After that it produces a real impact of policy output, so that the results are seen through fundamental improvements to regulations that have been or have not been implemented, which are useful for assessing the performance of policy implementation.

The implementation of PKH policy in Lhokseumawe City has been implemented in accordance with the guidelines for the implementation of the PKH program, but in the process of implementation has not received the results as targeted. Implementation of PKH policy in Lhokseumawe City there are three stages:

Firstly, Preparation of The Activity Plan, where PKH is a national program implemented in the region in accelerating poverty reduction as well as the implementation of policies in the field of social protection with RTSM. Lhokseumawe City as one of the regions in Indonesia that runs the national program, then the Lhokseumawe City Social Service which is the technical service implementing PKH activities has planned activities every year. Secondly, Preparation of The Activity Plan, where PKH is a national program implemented in the region in accelerating poverty reduction as well as the implementation of policies in the field of social protection with RTSM. Lhokseumawe City as one of the regions in Indonesia that runs the national program, then the Lhokseumawe City Social Service which is the technical service implementing PKH activities has planned activities every year.

Finally, implementation of activities, carrying out the process of determining PKH beneficiaries in Lhokseumawe City as many as 6,149 RTSM in 2019, in 2020 the number of PKH recipients was reduced to 5,915 RTSM. The decrease in the number of PKH recipients is due to independent gradation or due to changes in the level of ability of a family.

Implementation of PKH policy implementation in Lhokseumawe City has been carried out in accordance with procedures from the Ministry of Social Affairs, but in reality on the ground still does not work as desired because there are still PKH CPMs that do not fit the criteria of recipients so that social services often receive complaints from the community. (Azwar Zakaria, Coordinator of PKH in Lhokseumawe City).

The implementation of PKH in Lhokseumawe City, has been implemented starting from program socialization, information delivery, meetings, commitment making, distribution and evaluation of programs. This follows the national implementation mechanism as recommended by the Ministry of Social Affairs. Implementation of PKH policy in Lhokseumawe City even though it has been done in accordance with the guidelines for the implementation of PKH, it has not been said to work if there is still communication between implementers and recipients that are not in sync, it is proven that communication about PKH does not have an impact in a better direction, especially regarding understanding and knowledge of beneficiary families about the rules and guidelines of the program.

As for knowing how the implementation of policy implementation will run effectively, it must first be given knowledge to decision makers. Communication must be accurate and must be carefully understood by the executor. Then if the policy wants to be implemented as it should be, then there must be clear and easy to understand implementing guidelines. It as been done accordingly.

In addition, Resources play an important role in policy implementation. Edward III in Widodo (2011: 98) argues that: lacking the resources to implement policies effectively, the implementation of such policies will not be effective."

In human resources, the implementation of PKH policy in Lhokseumawe City found that all PKH companion of Lhokseumawe City has been educated bachelor and some are even masters. Implementation of PKH Policy in Lhokseumawe City in human resources need not be doubted because the average companion education is already undergraduate. This was revealed by Yulisa Safitri, SH, MH, as a companion of the hope family program (PKH) of Muara Dua Subdistrict.

The implementation of PKH in Lhokseumawe City has been implemented to families receiving family hope programs (PKH) both about socialization, information, supervision and

distribution. But in essence we find in the field that the education owned by the companion does not guarantee the process of conveying information to the families of recipients of the hope family program (PKH) in Lhokseumawe City can be received well, this is because of the uncaring attitude of participants towards information.

Based on the results of research and discussion on the Implementation of the Family Hope Program (PKH) in Lhokseumawe City, it is clear that the indicators that support the implementation of policies according to Edward III in Agustino (2012: 149-153) in the Implementation of the Family Hope Program (PKH) to increase educational participation are still not fulfilled as desired, because the level of awareness of the recipient's family in supervising the teaching and learning process for his child has not been met. implemented in accordance with the direction of the companion of the hope family program (PKH). Based on the results of research and discussion on the Implementation of the Family Hope Program (PKH) in Lhokseumawe City, it is clear that the indicators that support the implementation of policies according to Edward III in Agustino (2012: 149-153) in the Implementation of the Family Hope Program (PKH) to increase educational participation are still not fulfilled as desired, because the level of awareness of the recipient's family in supervising the teaching and learning process for his child has not been met. implemented in accordance with the direction of the companion of the hope family program (PKH).

Related to the procedure of disbursement of funds PKH program, most stated that the procedure is easy, the disbursement process is done through the post office, but in 2016 has begun to be transferred to banks and ATMs, in principle the process of disbursement is easy. However, some find it difficult because they are not used to disbursement through ATMs. Sudirman, ST companion of PKH Muara Satu Subdistrict explained that: "The distribution of aid and the disbursement process is easier now because the funds go directly into the accounts of each recipient's family".

Based on observations, it can be concluded that although the PKH program assistance distribution system in Lhokseumawe City is increasingly sophisticated, there are still problems because the level of ability of beneficiary families is still weak so that the process of implementing PKH policies in Lhokseumawe City has not been as maximal as expected.

## Obstacles in the Implementation of PKH in Lhokseumawe City

The results of field observations explain that PKH in Lhokseumawe City has various obstacles, where PKH is not fair to its purpose, there are still people who are not entitled to help but receive PKH assistance while those they are entitled to do not receive. Assistance and also the collection of people receiving PKH assistance who often move around, which is an obstacle in the implementation of PKH in Lhokseumawe city, to see if the community is still using or not using it anymore.

Another obstacle obtained in the field is that the companion does not carry out the duties given by the government to carry out socialization and orientation activities to the children of PKH beneficiaries, assistance is only done at the time of the delivery of funds at the post office, and there is no agenda meeting between PKM participants and PKH companions.

In addition, constraints in the implementation of the PKH program, often not on target in the aid agreement, where in 2019 as many as 20 KK were issued because they did not fit the criteria of PKH program recipients, and to the wrong with the public, the data obtained by the government was incomplete for the collection of the poor, so that it became constrained in the implementation, many people did not agree because the people were entitled to receive but did not get the PKH assistance. Lack of public awareness of PKH recipients in conducting health checks to the service post, and lack of supervision of children's education, so that what is informed by the PKH companion passes by as revealed by Yulisa Safitri, SH, MH as a Companion of PKH Program Muara Dua Subdistrict. This confirms that the constraints of the implementation of the PKH policy because there are still beneficiary families who are not committed to the PKH rules.

Another obstacle is that supporting facilities, especially office facilities for sub-district escorts are not yet available. This is actually the responsibility of the local government. In addition,

operational funds to support the sustainability of assistance have also not been allocated in the regional budget so that the escorts find it difficult to carry out socialization to villages to meet KPM family hope programs.

From the perspective of PKH recipients, it was found that the lack of knowledge and utilization of technology carried out by the Lhokseumawe City government in realizing the improvement of quality and competitive human resources, increasing the mastery, utilization, and creation of science and technology and has a high awareness and concern for development. According to Hendon as a PKH recipient in Muara Dua District said that: "I am a gampong person, so programs provided by the government such as PKH I do not really know, I only know the schedule of taking children's education funds from a companion who was notified by the head of the group for the purposes of the child's school, regarding others I do not know it", (Interview, July 5, 2021).

Another obstacle was also found that rarely held meetings, the lack of attention given by escorts to PKH recipients, there was no direction given by PKH for students to receive PKH to improve the quality of education in addition to the budget given to PKH recipients is still very limited not enough for school needs. This was revealed by one of the Recipients of PKH Banda Sakti Subdistrict, Yuni Fatma said that: "Meetings for PKH programs are rarely conducted.

Furthermore, in an interview with Zulfikar, SH companion of the hope family program (PKH) banda Sakti district explained that: "There are obstacles that are difficult to eliminate in people's lives, in this case KPM family hope program (PKH) is difficult to be honest about the situation he really is, and this help is valued as jinn money love to the devil". This illustrates that the constraints of the implementation of PKH policy in Lhokseumawe City in this case the problem of the family of the recipient of the program that is observed by the companion has been included in the category of the family has been able, but in the reality of life they do not want to admit honestly. In the aspect of target accuracy, where there are still wrong targets in the provision of assistance. It was found that there are still recipients or targets of the program identified as capable people. Conversely, the poor who should get help do not get cards and do not get PKH, there are still many poor people who are missed not getting help.

1. The following we can describe, the constraints in the implementation and policy of PKH in Lhokseumawe City can be summarized in the following points, namely: Do not have their own office for escort officers at the sub-district level, and all activities of PKH escort officers still use the secretariat of Lhokseumawe city social service as a place of ride.
2. Lack of awareness of PKH Beneficiary Family (KPM) to conduct Posyandu or health checks.
3. Lack of supervision of PKH Beneficiary Families on the continuity of children's education. Many children of PKH recipients are still undisciplined and have no motivation for school, and there are some children who from home go to school but do not get to school prefer other activities outside of school.
4. There is still a lack of operational budget for escort officers, which results in assistance tasks are not maximal and ineffective.
5. There is often congestion on the kemensos server, so the report sent by the escort officer does not arrive as found.
6. There are still PKH Recipient Families who do not recognize the true state of the family.

### **Efforts of Lhokseumawe city government in the implementation of PKH**

Efforts made by the Lhokseumawe City Government through the Social Service in overcoming the constraints of PKH implementation are:

First, avoid the recipients of the family program of expectations that are not on target through the attachment of the striker. The attachment of strikers to houses is a step taken by the Lhokseumawe City Social Service as a form in carrying out the implementation of PKH policy in Lhokseumawe City. This is done so that the family of the PKH recipient can be easily detected. In addition, if there is a family recipient who does not fit the criteria, will feel ashamed and even a lesson so that they realize that their actions do not reflect a good family in religion.

Second, provide sufficient facilities for the companion. Companion is the spearhead of the successful implementation of PKH policy in Lhokseumawe City, therefore the provision of

supporting facilities in running the program is very important to be done by the local government. So the local government as the controller of the wheels of government and is an institution that must think about the welfare of its citizens is very reasonable to provide facilities for escorts so that in carrying out their duties in the field do not experience problems and obstacles.

Third, provide special counseling on religion to the families of PKH recipients. The religious counseling referred to here is counseling given to the family of PKH recipients who in their daily lives have been considered capable families, but in reality they do not want to admit how exactly the level of ability.

Fourth, conduct a search for the family of the recipient of PKH who has a double domicile. This is a problem that must be solved by the local government. Because without doing the settlement, the programmable assistance either from the center or the area is always not on target.

Fifth, provide special guidance through chaperones so that the PKH recipient's family has a commitment to health checks and the course of education for their children. This is considered important because health is something that needs to be taken care of for a family.

### Improper RTSM Data Collection Process

The process of collecting recipients to determine the participants of PKH program recipients in Lhokseumawe City experienced various obstacles, including: data taken from the Central Statistics Agency is considered not to reflect the actual state of society. Indicated the data collection process is not done with the correct procedure, because there are still many people who should be PKH participants, but are not registered. For this reason, data updates are required. Participants who are recipients of the PKH program get in accordance with the targets and objectives of the PKH program. The top down PKH program system causes conflict between communities, and between communities and Gampong devices. The public considers Gampong or Geuchik not to include their names, but Geuchik also does not have the authority to determine the recipients of aid. The recruitment process must be properly provided with transparent information and socialization so that there is no conflict in the community, so that in the implementation can run in accordance with the rules of the family hope program (PKH), therefore it needs to be encouraged that Geuchik must have the courage to cross out those who are already able.

It also required the role of Geuchik and Gampong devices in data repair, including verification and validation when someone has gone up the class is not poor anymore. Thus, the target of the PKH recipient becomes more precise. This indicates that the priority of the program recipient has not been in accordance with the provisions. From the managerial side, there was no contribution of the city government that allocates funds for PKH companion programs or funds the poor who do not include PKH recipients from the central government, even though PKH is the core of the poverty reduction program. In addition, there has also been no contribution of the City government to the provision of PKH program assistance personnel in accordance with the needs of the community, this causes the duties of PKH escorts at the sub-district level quite heavy, and lack understanding of field conditions in each Gampong.

The determination of the top down is still leaving the problem of inappropriate targets due to data errors, on the contrary at the bottom level causing horizontal conflict. PKH recipients are also required to access health, education, and social welfare facilities applicable to all components of the program recipients. The receiving family is also required to join the group, where they must attend group meetings or family capability improvement meetings (P2K2), but poor access to institutions or groups is quite low. It is found in the field that most recipients of programs such as PKH are those who have group access, and most of those in groups are those who socially earn a place in the environment. Poor people who are mostly socially marginalized sometimes lack adequate access, as a result of which their access to aid is quite low. Processing and updating data, is essential because all the success of the program is based on good or bad data. As stated above, that the main source of the problem of poverty reduction programs is a lot of wrong data so that the target of the program becomes less precise and even causes conflict in the community. Updating data at the village level is bumped into political issues (supporters, relatives, or close people), and the unavailability of funds. Therefore, the data starts at the bottom level (village)

applied a sensitive update system with real conditions in the field. For the problem of updating data, the synergy between local governments (up to the village level) and the Ministry of Social Affairs by optimizing the Integrated Social Welfare Data system is the main key. Updating data is done every month to ensure accuracy to avoid wrong targets of aid recipients. Addressing the system's problems, data verification and validation authorities should be handed over to regions, districts and provinces, although poverty indicators still remain the central authority. Thus, the improvement of poverty databases is to establish authority to the bottom level, and combine various resources. Furthermore, an independent team was formed at the village level, and the authority for data changes was at the provincial level. The central government provides a policy direction for poverty criteria that is sensitive to local issues as an instrument of data collection on data that has been set at the provincial level. Poverty database system can be synchronized with population data information system, village information system. The authority to map and data the poor is submitted to the province, while the central government simply determines the criteria of poverty that are jointly compiled between the central government and the region.

## Conclusion

1. Implementation of The Hope Family Program Policy in Lhokseumawe City is still not effective, especially in communication, this we can see in the socialization of PKH hope family program has not been fully understood by the recipient's family.
2. The constraints of the implementation of PKH policy in Lhokseumawe City, namely socialization have not been effective, the facilities of supporting companion operations are still lacking, PKH beneficiary families are not committed to their children's health and education, supervision and evaluation of programs have not worked as expected.
3. Efforts to streamline the implementation of PKH in Lhokseumawe City are to avoid beneficiaries who are not on target through the attachment of strikers to the recipient's family homes, provide sufficient facilities for escorts, provide special counseling on religion to the families of PKH recipients, conduct searches for families of PKH recipients who do double domicile, provide special guidance through escorts so that the PKH recipient's family has a commitment to the PKH recipient's family. Health care and education for their children.
4. The data collection system of PKH recipients has not been done as the mechanism of implementation of PKH is proven not all gampong in Lhokseumawe City conduct village deliberations in determining very poor households..
5. That the Implementation of PKH Policy in Lhokseumawe City has not been effective because communication between the implementation of the hope family program has not had a positive effect on the beneficiary families.

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